DOCUMENT RESUME

ED 183 560 SP 015 801

AUTHOR Hite, Herb; McIntyre, Pat
TITLE Planning for Inservice Education (Revised). A Monograph.
INSTITUTION Western Washington Univ., Bellingham.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE Jul 78
NOTE 69p.

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Educational Objectives; Evaluation Methods; *Inservice Programs; *Inservice Teacher Education; *Program Development; Program Evaluation; *Program Planning

ABSTRACT

This document is part of a revised series of five publications, planning for Inservice Education, which was originally published in 1976 in five units. This introductory monograph provides a discussion of the generic principles of effective planning for inservice education programs. The contents are divided into an overview of the planning model, discussions of the purposes of inservice education and of the planning involved in the design of an inservice program, a set of three case studies of actual programs under way, and a discussion of evaluation methods used to critique inservice teacher education programs. A bibliography is appended. (LH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED183560

PLANNING FOR INSERVICE EDUCATION

(REVISED)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

A MONOGRAPH

Herb Hite

and

Pat McIntyre

Prepared in accordance with a contract between HEW, U.S. Office of Education, Teacher Corps, and Western Washington University, Bellingham, Washington. The contract was to develop procedures and guidelines for designing Inservice Components of Teacher Corps Projects.

SP015601

Western Washington University
Bellingham, Washington
July, 1978

ACKNOWLEDGEMENTS

A PLANNING PROCESS FOR INSERVICE EDUCATION

PROJECT PERSONNEL:

Design Team

Herbert Hite, Director of the Project
Director of Teacher Corps Project, Western Washington State College

Paul Ford
Professor, Western Washington State College

Alf Langland
Office of the Superintendent of Public Instruction, State of Washington

Patrick McIntyre
Assistant Director, Teacher Corps Project, Western Washington State College

Richard Post
Superintendent of Schools, Arlington, Washington

Albert J. Smith
Field Representative, Washington Education Association

Consultant to the Design Team

Del Schalock
Teacher Research, Oregon, State System of Higher Education

Review Panel

Lillian Cady, Director of Professional Education
Office of the Superintendent of Public Instruction, State of Washington

Frank Carlson
Associate Professor, Central Washington State College

Mary Carter
Teacher, Edmonds, Washington, Schools

Todd Christensen
Teacher, Anacortes, Washington, Schools

Arnold Gallegos, Dean, School of Education, Western Washington State College
representing Deans of Education, Washington

Richard Greene, Assistant Superintendent, Bellingham, Washington, Schools
representing State School Administrators Association

Stan Jeffers, Washington Education Association, Spokane Office
representing the Washington Education Association

John Snyder
Teacher, Arlington, Washington, Schools

Gil Thurston, Principal, Lowell School, Bellingham, Washington
representing the State Principals' Association

Cooperating School Faculty

The Staff of the Arlington, Washington, Elementary School

PREFACE TO REVISION OF

PLANNING FOR INSERVICE EDUCATION

Two considerations led to a revision of Planning for Inservice Education, first published in 1976:

1. Four different planning teams at four different schools tested the model under contract with Teacher Corps during 1977-78.
2. The first five-year Teacher Corps grants were awarded in the Summer of 1978. Teacher Corps required project staffs to devote the first year to planning for the events which would follow in the remaining four years of the grant.

The experiences of the four contractors revealed a number of ways in which the planning model could become more useful to others. The required planning year of Teacher Corps projects provided an unprecedented opportunity to plan for the demonstration of effective inservice education practices.

The revised model, Planning for Inservice Education, includes:

A. Monograph - a discussion of the generic principles for effective inservice education planning.

B. Process Guide - a set of activities which planners and clients of an inservice education program might follow to develop an effective plan. (This part is revised and expanded.)

C. Management Guide - responsibilities of key personnel, critical

events during the planning period and a management blueprint. (New section.)

D. Resource Guide- selected exhibits which illustrate practices or products developed by local teams. (New section.)

E. Slide-tape Presentation - a device for presenting the model to potential clients (optional). (Revised)

PREFACE

The importance of the continuing education of teachers is difficult to exaggerate. The reports of national and state examinations imply that the quality of teaching has done little to offset the advantages some pupils have over others by virtue of their home backgrounds. Children in schools serving wealthy families do better on national examinations than children from schools serving poor families*. The differences between these populations seem relatively stable from year to year. Furthermore, the massive efforts of compensatory education programs have done little to modify this general finding. Apparently the national effort in the '60's and '70's to educate a new generation of teachers with advanced techniques for implementing learning had little impact upon a growing and subtle elitism in American education.

Now, in 1976-77, teachers are staying in the profession longer. In the '50's and '60's a new teacher, on average, left the profession after fewer than three years of practice. In addition, fewer new teachers enter each year. For the first time in many generations of school children there is a chance to affect the education of children through a national effort to upgrade the performance of the teachers who presently manage today's classrooms, and in all likelihood will continue to manage classrooms for a considerable period of time. It is still possible, optimists among educators believe, to help teachers make a difference in the intellectual and social growth of children from <u>all</u> the homes in the nation.

---

* For example, 1976 test results in basic skills for all fourth grade pupils in the State of Washington seem to support this observation.

But there appear to be no principles or guidelines for effective inservice education! Inservice education has no tradition, no recognized pattern of orderly and continuing development of professional teaching skills. The fact that there was a Request for Proposals which resulted in this Planning Process for Inservice Education supports the observation that educators who would increase their efforts to improve the performance of teachers have no significant body of knowledge available to guide their planning.

This model for a Planning Process for Inservice Education represents the best thinking over a period of six months of a group of teacher educators in western Washington State. The process of developing the model had these stages:

1) After the Contract was negotiated, a staff was recruited--a Design Team, a Panel of Consultants, and a faculty of a public school to field-test the product of the Design Team.

2) The Design Team reviewed the available literature on inservice education.

3) The Design Team prepared a set of "principles for effective inservice education", gleaned from the literature. The Panel of Consultants reviewed the list and recommended revisions.

4) The Design Team developed a tentative model for effective inservice education based upon the revised principles. The Panel of Consultants also reviewed this tentative model. There was surprisingly little disagreement among the members of both committees.

5) The Director of the Contract presented the model for effective

inservice education to a committee of the Amercian Association of Colleges of Teacher Education, at the committee's invitation. The presentation was one of five. It was the Director's impression, shared by the AACTE committee, that the five presentations of inservice models represented programs that were quite different but effective in their different ways for their own constituents. There must be more than one model for effective inservice education, and these different models may well be radically different.

6) This observation was the turning point for the Western Washington team. The team viewed the model they had devised as one of several possible models, rather than the one to be proposed as the product of their contract with the U. S. Office of Education. The Design Team set about the task of developing a process for models with variable standards for effectiveness.

7) The key for the Planning Process developed by the Design Team, is a rigorous exercise by the local participants leading to a definition of the purpose for their inservice education program. There may be differences among effective inservice programs, but these differences must reflect local values concerning the further education of teachers.

8) The new approach was presented to ten directors of Teacher Corps projects. They analyzed the process both as to its content and as to its feasibility for local implementation.

9) The Panel of Consultants was enlarged to include three more classroom teachers, selected by the professional organizations. The expanded panel then criticized the Planning Process.

10) The revised Planning Process was tested by 30 elementary teachers, the staff of one elementary school. The teachers simulated the steps through which a local faculty would proceed in order to develop a specific inservice plan.

11) Final revisions were made in the documents and in the slide-tape presentation.

The Western Washington State College team believes that this model of a planning process is useful and has wide applicability. The team doesn't know, of course, that the process is really valid, and won't know until team members have analyzed the results of this planning process in several situations. We foresee changes in the process, but we present this as the product of our contract with the U. S. Office of Education, Teacher Corps, with a sense of professional satisfaction from what has been a challenging task for a significant national purpose.

Herbert Hite
December, 1976

CONTENTS

ACKNOWLEDGEMENTS
PREFACE TO REVISION
PREFACE

I. A PLANNING MODEL: Overview 1

Introduction 1

Background 2

Principles of Effective Inservice Education 4

Organization of the Monograph 5

The Inservice Planning Model 5

Variability of Model 7

II. AGREEING ON PURPOSES: 9

What is the Local Definition of Inservice Education? 10

Who will be Responsible for the Inservice Program? 11

What Factors Limit Local Inservice Programs? 13

What Will be the Role of Teachers? 15

What Resources are Available or Needed? 17

What Will be the Rewards? 18

Conclusions 19

III. PLANNING A PROGRAM:

What is the Plan for Needs Assessment? 22

How Will the Community be Involved? 23

What Are the Objectives? 24

What Will be the Content? 25

What Will be the Method of Instruction? 25

Who Will be the Teachers of Teachers? 26

How Will the Program Provide for Alternatives? 26

How Will the Program be Monitored? 27

What Criteria Will be Used for Assessing Progress? 27

IV. PLANS IN PRACTICE: SCENARIOS

Prologue 31

Scenario I: Parkland 32

Scenario II: Pleasant Valley 33

Scenario III: Farmington 37

Program Comparisons 40

Epilogue 42

V. EVALUATING THE PLAN

Rationale 44

Identification of Critical Areas 45

The Evaluation Plan 45

Critical Areas for Evaluating Inservice Plans 46

Conclusion 55

Bibliography 56

CHAPTER I

OVERVIEW

Introduction

The purpose of this monograph is to provide some insight into a generic model for inservice education. The document has been prepared specifically for those who are considering the planning of a comprehensive inservice program at the local building level. The monograph was written under the auspices of Teacher Corps and there are references to the development of an inservice component for a Teacher Corps grant, but the general model and procedures for developing an inservice model should be useful to any group of individuals whose views are consistent with Teacher Corps policies. Teacher Corps funding is not a necessary condition for implementing either the planning process or the inservice program designed in the planning process.

This monograph is one of a set of planning materials for use by a single school building for the design of an inservice program. This monograph provides the conceptual base for the planning process.

The objectives for a reader of this monograph are:

1. An understanding of the six factors that define the purposes of inservice education.

2. Knowledge of the nine characteristics which constitute the essential elements of an inservice program.

3. A schema for the evaluation of the planning process at the local level.

The process of developing an inservice plan involves three successive stages. First of all, the professional staff must define the purpose of inservice basing its definition on identifiable local needs. Second, the committee must develop a plan aimed at achieving this purpose. And third, there must be some way of evaluating whether the plan is likely to achieve this purpose. It should be clear that the entire process rests on the perception and interpretation of purpose. What do we need inservice for?

The planning process which is explained attempts to build upon the peculiar combination of needs and strengths of the local site for inservice.

Background:

Inservice education is more important today than in previous years for several reasons. Schools are facing new, complex challenges from changing environmental, social and technological variables. And although teachers have always recognized the need for periodic retraining, today's challenges are more demanding than in the past.

Teacher educators in universities and colleges are more concerned today with the experienced teacher rather than the future teacher. Fewer new teachers are entering the profession, and greater numbers of experienced teachers are staying in the profession for longer periods. If teacher educators are to have an effect upon schooling, their major effort must be with the experienced teacher.

The political and social climate of the schools has also had its effect on the training of teachers. Schools are expected to be more cost effective, and the legislators and the taxpayers are becoming increasingly clear in their mandates and constraints.

Teachers, through their professional associations, are taking stronger positions in favor of having a significant voice in determining their own professional development.

For the above stated reasons and others, federal and state governments are funding programs designed to study and improve inservice education. Among the federal programs is the Teacher Corps which has been responsible for this monograph and the related materials.

For ten years Teacher Corps worked to improve the educational opportunities of low-income children through exemplary programs for preparing new career teachers for these children. Then in 1975, the mission of Teacher Corps was enlarged to include the "retraining of teachers" as well as the training of interns (new teachers). Teacher Corps now is emphasizing inservice education as a means of improving the opportunities of low-income children. Those readers who are using these materials in conjunction with a Teacher Corps grant or proposal need to be aware of the mandates and constraints of the Teacher Corps program. A brief overview of Teacher Corps can be found in the "Resource Guide" which is part of the inservice planning package. Those readers who are planning an inservice program independent of Teacher Corps need not be as concerned with the enabling legislature, but they may want to be at least aware of it because it probably has effected the context in which these materials have been prepared.

As noted before, this monograph is one item in a set of materials prepared to be used by a single school in the preparation of an inservice program. The materials have been developed around a generic model for inservice education and they should promote relevance and affect change in the retraining of teachers. The main purpose of the monograph is to describe in detail the generic model which has been developed on the basis of research findings and authoritative opinion. It is to be used primarily by those groups or individuals who require in-depth understanding of the conceptual base for the planning process.

It cannot be overemphasized that the materials presented do not propose a plan for inservice education, but rather a planning process which should lead to an inservice plan which is site specific and based on local strengths and needs.

Principles of Effective Inservice Education

There are some generalizations about effective inservice education, however, which have broad support in the literature. Regardless of the way inservice education is perceived by a local team or staff, the following notions seem to apply.

1. Teachers are more likely to benefit from inservice programs in which they can choose goals and activities as contrasted with programs inwhich the goals and activities are preplanned for them.

2. Teachers are more likely to be influenced in school-based training programs than those taking place on college campuses.

3. The objectives of an inservice program should be specific teaching performances or outcomes.

4. Training programs that have different training experiences are more likely to accomplish their objectives than programs that have common activities required for all participants.

5. The teacher's personal goals/needs and those of the school should be congruent if training is to improve school system operations significantly.

6. Training related to job assignments is most effective if adequate time is provided within the current work schedule for each activity.

These six general principles can be used as criteria for judging the possible effectiveness of any plan for inservice education. They, in part, form a basis for the evaluation scheme which is incorporated in the planning process.

Organization of the Monograph:

This monograph, as part of a set of planning materials, should be understood as part of the total planning process. The structure of the monograph, then, is in keeping with its function to facilitate the planning process. The first section deals with the purposes of inservice education, and it suggests that there are six assumptions, constraints and mandates that must be addressed at the local level in order to plan a consistent comprehensive local program.

This section is followed by an exploration of the characteristics that define the actual inservice plan itself. Nine such elements have been identified.

Following the purposes and the characteristics of inservice programs, a set of "scenarios" are provided which are intended to provide concrete examples of effective, but different, inservice programs that could be developed under the rubric of the planning process.

The monograph concludes with a review of some specific critical areas that need to be assessed in an evaluation of a local inservice plan.

The Inservice Planning Model:

The planning model is envisioned as having three key elements: (A) definition of purposes, (B) designing program elements, and (C) evaluation of plan. The model is presented schematically in Figure 1.

The initial phase of the planning process is concerned with the establishment of a local definition of inservice education and an analysis of local limitations. In the "Planning For Inservice Program: A Process Guide" - which is one of the materials which makes up the inservice planning package - there is a set of tasks which can be used by a local group to accomplish the first segment of the planning. These tasks are designed to get the professional staff involved in the planning process, and to assist in the establishment of ownership of the program.

The second phase of the planning process is the setting of priorities and goals. This part of the planning is done by a representative committee which utilizes the information obtained from the professional staff and some additional tasks to establish a set of local guidelines for inservice education.

Once the guidelines have been approved, task forces are established for preparing the actual inservice plan. The goal is to prepare a plan which is consistent with the guidelines. The components of the plan, prepared by the task forces, are reviewed and approved. The review process involves an evaluation plan that is prepared concurrent with the inservice plan.

PLANNING PROCESSES

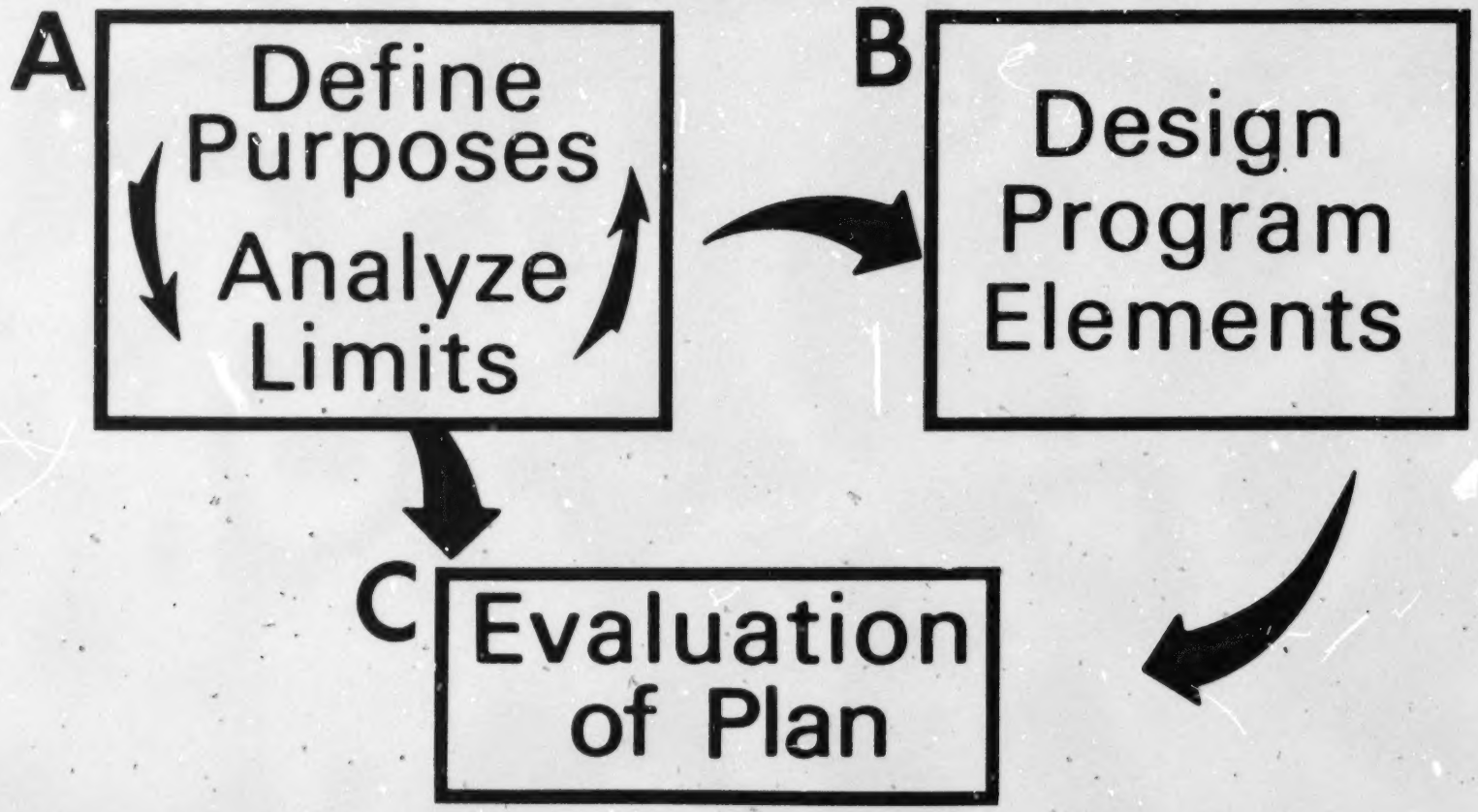

Figure 1: A Schematic Diagram of Inservice Planning Model

to limit the kinds of inservice education that might be generated through the process being proposed, but there are many legitimate variations of programs which will meet these standards. First, there are reasons why local projects may arrive at very different purposes for retraining teachers. These purposes will reflect values held by educators at a particular site; they are not capable of technical criticism. The identification and articulation of values that might affect the inservice program is the overriding objective of the first series of tasks. Inservice programs which are consistent with these local purposes will be quite different from programs which are consistent with different purposes generated at another site.

The generic model for inservice education and the planning process which utilizes the generic model attempt to provide a local team with a conceptual framework and a step-by-step procedure which will lead to a local, site-specific inservice education program. The variability of the programs from site to site will depend to a large degree on the local purposes which will determine the characteristics of the actual program. The value of the planning process will be judged in its ability to assist the local team in preparing a program which is internally consistent, that is, a program which has clearly stated purposes, and procedures which are likely to achieve these purposes.

The remainder of this monograph is an attempt to explain the alternatives for each major element in a local inservice program. The discussion is addressed to two major problems of inservice planning teams: How to define the purpose for the project, and what elements need to be considered in attempting to achieve that purpose.

CHAPTER II

Agreeing on Purposes

The design, development and evaluation process for an inservice project is based on assumptions concerning governance within the program as well as the roles and responsibilities of participants. Clearly, different professional and community groups representing different socio-political and geographic situations will require different arrangements to achieve their objectives. Therefore, it does not seem useful to describe a normative model or theory for program development; rather, it is more appropriate to describe a model which poses alternative paths towards program development. Given these alternative paths within the generic model, local planning units are free to select those alternatives which are appropriate to local conditions and to discard those which are inappropriate.

The generic model deals first with the definition of purpose by considering the local assumptions, constraints and conditions which affect the planning unit.

The first series of tasks in the "Process Guide" provide the planning process with focus and a response to the following questions:

1. What does inservice education mean to the members of the target school?
2. What governance or authority structure might be most appropriate for the local program?
3. What are the relevant external mandates or regulations that must be coped with?
4. What will be the role of the teachers?
5. What resources are available or needed?
6. What are the rewards?

The discussion that follows each of these questions attempts to add clarity and to explore the possible variability that is available to the local team.

What Is the Local Definition of Inservice Education?

There are many alternative answers to this question. The local faculty may see inservice as a singular means for enlarging student potentials and learning outcomes. They may see it as a path towards self-actualization for themselves and their colleagues as well as their students. They may simply see it as a means to increase their own salaries. They may see it as other things. It should be noted, that those faculties planning an inservice component for a Teacher Corps grant must relate their inservice needs to the strengthening of educational opportunities of children from low income families.

Any serious study of inservice education must recognize local situational factors. The definition of inservice will differ, no doubt, from site to site. In fact, the definition at a particular site might tend to change as the staff develops both as a unit and as individuals. Nevertheless, the program purpose or goal focus should be specified; this goal focus will give each program a basis for self-evaluation and accountability.

Staffs involved in program planning or developmental activities should discuss the present status of inservice, what those activities should be like ideally and what arrangements are possible in the immediate future.

(Note: In the "Planning for Inservice Education:A Process Guide", which accompanies this monograph, there is a series of activities and worksheets that are designed to facilitate the discussion of this question. See Task I and II.)

Who Will Be Responsible for the Inservice Program?

Usually, one or two agencies have more control over an inservice program than other involved agencies. This may be because one group of agencies has legal or quasi-legal control or because of an agency's informal control alone. For example, a school board, because of its legal status, could intervene in the governance of a project. Similarly, the informal influence of a local school parent group could be powerful in determining the fate of a local school project.

It would appear useful, then, for those who anticipate the implementing of a local program to identify groups which have either a formal or strong informal potential influence on the program. Further, it is necessary to determine the form that influence might take either in encouraging or discouraging the program implementation.

A variety of ways for setting a program's governance structure are plausible depending on local conditions. For example, in a given school district the board may have delegated complete responsibility for the schools' operation to the school administration. In this case it would not be necessary to involve the board closely in the governance structure. The opposite situation might also prevail. Involvement depends on local conditions and local precedents.

Those involved in the planning of a program should be aware of the following groups whose formal or informal influence may be significant:

A.	Local Groups:	School Board Administration Teacher's Association Faculty of Target School Parents from Target School
B.	External Groups:	Institutions of Higher Education State Department of Education National Teacher Corps Federal Agencies Community Action Groups

One of the major tasks of a planning group concerned with developing a supportive and effective governance structure is to assess the interest and influence of various local and external groups; then appropriate representatives from the various groups should be involved

in the program's governance structure on a basis of proportional representation which mirrors the influence of each group. If the program is funded by Teacher Corps it will be necessary to have representatives of parents, the school district, a college or university and the teachers involved in collaborative governance and planning activities.

The business of constituting the governing group is a critical aspect of the planning activity; the composition and policies of the governing structure will have a powerful influence on the project's life. Because socio-political and geographic conditions differ so much from one site to another, it is expected that the composition of governing bodies and their policies will differ too.

It will be necessary for the planning unit and the governing board to define clearly the role of each of the agencies/individuals involved in the program. It can be expected that the roles will vary from one program to program, as do all the other aspects related to purpose.

The local planning team should consider the present governance structure for inservice activities within their school and district, the ideal situation and what is actually possible given the various constraints that influence local inservice efforts.

(Note: Task III in the Process Guide is to be used to gather information from the building staff on their views of the governance structure for inservice.)

What Factors Limit Local Inservice Programs?

The primary sources of regulations influencing inservice education are state agencies, state legislatures and governing boards of colleges and universities. State agencies are most often concerned with certification, but often they give colleges the authority to determine programs within broad guidelines. Teachers are understandably more interested in courses contributing to their certification.

Both state education agencies and state legislatures may mandate educational programs for pupils that require additional training (e.g., environmental education, career education, metric system). The interest in "accountability" has brought mandates requiring instructional objectives, competency requirements for students, and elaborate evaluation programs. Many of those mandates require that the staff acquire or strengthen skills in defining pupil outcomes and measuring pupil performance.

Some federal programs require that the staff be given training in working with educationally disadvantaged pupils in order to qualify for grants. In fact, categorical grants both at the state and federal level often stipulate that certain types of training will be given to the staff (e.g. vocational programs, Right to Read, etc.). Affirmative Action and equal opportunity legislation may also require personnel training.

Colleges and universities insist on standards such as number of contact hours, grading requirements, and course eligibility requirements in order for students to qualify for credit. In addition, certification

and graduate degrees have specific course requirements with few options available to meet needs of districts or individual teachers.

Mandates must be weighed carefully, both by the planning committee and later by the program's governing board. If the mandates work against attainment of a program's objectives, then it may be possible to negotiate needed temporary changes with the appropriate agency. One way or another, however, mandates must be identified before any substantial commitment of resources is made.

The determination of the mandates, priorities and regulations of the agencies who are to participate in the inservice program is a major task assigned to the planning committee in procedures prescribed in the "Process Guide." Particular note has been made of the requirements that must be met by Teacher Corps groups, but these requirements do tend to illustrate the scope of the issue of external influences.

What Is the Role of the Teachers?

The teachers within a target school would be expected to participate in any inservice program; in some cases they might even be required to participate. But on what basis will they participate? Will they be heavily involved in an organizational pattern that calls for their frequent contributions to needs assessment, to project design, development and implementation? Or will they be the passive receptors of a project built by others for their implementation?

Here again, the answers depend on the local conditions as well

as local aspirations and what is known about the change process in school systems. It may be that the "best" means for getting the program moving is simply to "lay it on" a building teacher. On the other hand organization development specialists argue that the best means to get objectives achieved on an effective and prolonged basis depends on an organizational pattern where each individual has a say in determining the structure of his own professional development. It appears that both of these approaches will work given the appropriate conditions.

The major task for the planning unit and the governing body in this situation is to determine how teachers should be involved to effect the program's short and long term objectives. Again, there is no easy answer to this question, because teacher behavior is a function of their personalities and their particular environment.

The role of the teacher in inservice programs seems to be the most important characteristic for distinguishing between inservice programs. Planners should consider carefully the role played at present by local teachers with regard to inservice programs, what the role should be ideally, and whether the ideal role is both possible and appropriate. In activities prescribed for the planning process, the one item that should be emphasized is that the teachers can assume new and more significant roles in their own inservice programs. If change is to be successful, it is critical that the teacher be able to see himself/herself in a new role - a role he or she has chosen

from viable alternatives.

(Note: Task IX in the "Process Guide" is designed to stimulate thinking about roles.)

What resources are available or needed?

Without appropriate human and material resources a program will most often be "starved to death". While it is true that some local projects operate rather effectively without sufficient resources, most often the staff gets tired of "taking it out of their own hides" and the system reverts to its pre-project behavior patterns.

Of course the amount and nature of extra resources needed will differ from program to program. Some project schools will already be operating with enriched resources such as teacher aides, supplementary curricular materials and funds for substitutes. In some districts this is just a matter of their total wealth, and in another it is a question of priorities.

In the private sector, funds for research and staff development have long been a valid cost of doing business. School budgetmakers, limited as they are by taxpayers' resistance, may find it difficult to allocate funds to inservice education without increasing class sizes or decreasing instructional material allocations.

The local planning unit and its governing board must assess what resources are available and what are possible. Then a realistic budget must be drawn for submission to the appropriate support agencies. The

budget should show how the allocation of human and material resources will support the developmental procedures aimed at achieving the program's objectives.

(Note: Task VII in the Process Guide provides some information from the building staff on how their present inservice needs have been met.)

What are the rewards?

Rewards should be framed in terms of a program's objectives and communicated to those who have a formal and strong influence on the program as well as to those who are participating in the program. For example, if the program's objectives are self-actualization for the teachers and enlarged learning outcomes for children, then this should be communicated to the local school board and other concerned agencies and individuals.

Essentially, the reward is in the achievement of a predetermined objective or set of objectives. But there are ancillary rewards too; these result from the process of achieving the major program objectives. For example, a college or university may gain the reward of increased student credit hours and the tuition from the inservice program; also, teachers may receive salary increments or other instruction or non-instruction related benefits.

Some other pertinent questions which arise here are: Can released time or substitute teachers be provided? Will the staff and community assign a high priority to this activity when the budget is prepared? Can the budget be designed so that the college or university can

recover the costs through tuition? Are state or federal funds available? Should a new method of rewarding teachers be devised?

The objectives, as well as major and ancillary rewards, should be made clear at the project's outset so that there is no misunderstanding among the involved groups. It is crucial to identify the rewards that are appropriate and acceptable to the teachers. Naturally, the rewards will vary in quality and quantity from program to program.

The planning team should try to resolve the issue of rewards in the initial planning stages. Task X in the Process Guide can be used to survey the staff of the target school on how they perceive rewards.

Conclusions:

To effect the logical and systematic development of a project or inservice program, it is necessary to focus on the six assumptions, constraints, and conditions noted above which affect the local effort. In considering these factors, a local team should raise and answer such questions as--

1. What are we talking about or what exactly do we mean by inservice education?

2. Why do we need inservice for our school? Who will it serve? In the short term? In the long term? Are we talking about the teacher as a total person? As a leader of the instructional process only?

3. What are the conditions which determine participation by all agencies? What are the non-negotiables for colleges, the school

administration, the teachers' organizations, the community representatives?

4. What resources from the participating agencies are available?

Decisions concerning the above are political, social and economic in nature. That is not to say that these concerns outweigh professional considerations. It is to say, however, that there is an inescapable and dynamic interdependence among these concerns and professional concerns and considerations; similarly there is the same dynamic interdependence among the six factors themselves. The local planning unit and governing board must be alert to the complexity of these interdependencies and the constant interaction among them. In the program development, which will be described in part in the next chapter, some provision will be required for the monitoring of the interaction after the program has been implemented.

CHAPTER III

Planning a Program

Once there is agreement on the purposes for an inservice program, it should be relatively simple, or at least less demanding, for the planning committee to prepare a tentative program. In some cases, purposes will leave very few, if any, alternatives, for the actual elements in the program. In other situations the elements will each imply a wide range of options from which the planning committee will have to select. The key to the second phase of the planning process is that the elements of the program must be consistent with the purposes as defined through the initial tasks.

The program to be designed, developed, and evaluated with the project should address itself to nine major elements. The nature of these elements and the manner in which they are managed is contingent upon the assumptions, conditions, and constraints developed in the initial tasks to which the teachers of the target school and the members of the planning unit and governing body have committed themselves. Each of the nine major elements will be presented below as a question which should be answered--

or at least acknowledged in the inservice plan.

What is the Plan for Needs Assessment?

The "what" and "how" of the assessment plan is determined to a large degree by who is responsible for the assessment. For example, if the governing board's policy is that assessment should be conducted by a group of college professors, then the "what" and "how" will probably differ from a plan developed by teachers within the target school. Thus it is extremely important to make a rational and deliberate judgment about who is to plan and conduct the assessment. Those who are responsible for making the decision must say to themselves: "If we select X to do the assessment, what is the result likely to be? And then they might ask: "Will the results be in accord with our stated purposes?"

Theoretically, it would be possible for any agency or combination of agencies listed under Governance (p. 11) to conduct an assessment, or an outside consulting group might be employed. In addition to the potential data yield and the analysis of the yield provided through the needs assessment, the governing board should consider the socio-political impact of selecting one agency as compared with another. For example, an outside agency might be viewed with suspicion by "insiders" such as building teachers; on the other hand, if local building teachers, an expert in assessment from a college, and a representative of the school district were involved, then perhaps no suspicions would develop and the elements of political and social involvement would be strong and

positive.

Having determined who is to conduct the assessment, the planning committee must consider how much direction the assessment group is to be given. Is the group to be left alone or is it to be "steered" in certain directions?

If the plan for the inservice program clearly states the "what", the "who", and the "how" for the needs assessment, then the program is almost assured a viable structure and focus for later implementation. Task V of the "Process Guide" suggests an approach to planning the needs assessment.

How Will the Community be Involved?

If the community is a powerful force with regard to a program's success, then it is presumed that the community will have significant representation in the program's governance structure. In some cases, external mandates will require community involvement, as in Teacher Corps projects.

At the same time, if the community's influence and interest are weak and if it is part of the program plan to have impact on the community, then community involvement might still be necessary if somewhat limited at the outset. The degree of community involvement required, then, depends on two considerations: (1) whether or not the community wants to be involved, and (2) whether the community is a target of the program's thrust.

At least two roles are possible for the community in the matter of governance. The community may be an active parity member in governance from the planning stage on, or the community may be a passive

member of the local structure with the local program working to help the community determine its role, contribution, and how it will become active.

Community involvement will vary from program to program, but the research on parental involvement seems to imply that any long term, comprehensive program directed at improving the education opportunities of children requires at least some active participation and support of parents for effectiveness.

What are the Objectives?

Assessment data can be tabulated and presented to the planning group and its governing board, but who is to prioritize the needs and set the specific objectives? Here again, socio-political and professional considerations are significant. If the teachers within the target school are the judgmental agency, then a set of priorities and objectives might result which are quite different from those that a school's parental group might frame using the same data base.

The question arises: Should priorities and objectives be based on what the teaching staff wants, or does the community really decide? What about collaboration? Who should be responsible? For who, no doubt, will determine what!

Probably the safest way to proceed in this situation is to involve all those who are influential in the target area and interested in the program. If the planning committee includes members of these groups, the problem of non-

involvement should be minimized. But there will always be the question of how much control or input will be in the hands of the target building staff. Task XI of the "Process Guide" involves program objectives.

What Will Be the Content?

Who will select the content? Should the planning committee, after having developed objectives, march off to the local college and say, "These are our objectives. Now you supply us with the knowledge and skills to achieve these."? Or should the local teachers determine the content for their own inservice?

The planning group is confronted with another "if...then" situation. For example, if the university plans the content, then the content is likely to resemble the university's regular curriculum.

The planning committee should assess the consequences of various actions aimed at acquiring appropriate content and experience for the building staff. They must select a course of action that seems most likely to accomplish the program's objectives. They must give ample consideration to the effect of their action on teacher morale, the on-going programs in the school, and the relationship of the school's program to others in the district.

The content of the inservice program will to a large measure be determined by who is to provide the content. See Task XII of the "Process Guide."

What Will Be the Method of Instruction?

Who determines the mode of the delivery of services? The staff? The planning group? Who? There are a variety of means through which

knowledge and skills may be developed. There are college courses and workshops. There are self-study methods which a building team might pursue without outside help. Again, the compelling need is to assess the local situation and then match the delivery system to the local situation---specifically, the needs, aspirations and inclinations of the local staff, together with the informed judgment of the planning committee. Alternative modes should be considered; see below.

How Will the Program Provide for Alternatives?

In any particular building there will be teachers with different levels of competencies and interests. It is most important that the planning committee recognize that different people learn differently--in different ways and at different speeds. This applies to teachers as well as students. If the team is aware of this fact, it will provide means for teachers to diagnose their own capabilities and learning styles. The diagnosis may benefit from the involvement of skilled consultants in the fields.

Then teachers, with assistance as required, may work out plans for appropriate inservice activities. These activities might include self-instructional packages, workshops, courses or whatever seems most appropriate to the situation. Probably no one approach will be equally satisfactory to all the teachers in a particular target school. See Task XIII of the "Process Guide".

Who Will Be the Teacher of Teachers?

This question is directly related to the question of the method of instruction. If the planning committee decides to employ college or

consultant personnel for this purpose, these instructors will largely determine the method used and their agencies. If the project building teachers are to work by themselves, then that is another arrangement. Again, the point is that the matter will be settled in different ways in different districts. The determining criterion should remain the same: to what degree does the approach used assist in the effective and efficient achievement of the program's short and long term objectives?

What Criteria Will Be Used for Assessing Progress?

Who sets the criteria? It would seem appropriate to those who set the objectives to set the criteria. This is not to say that expert "outside" advice should be excluded; this is a choice that is open to the planning unit. There may be good reasons why outside experts would not be appropriate. The infusion of outsiders at the onset of a project's life might cause undue anxiety and suspicion among project participants. On the other hand, such advice and consultation might give immensely helpful insight into ongoing evaluation. The question is a local question and its answer will differ from school to school.

The criteria themselves must fit the project's primary and secondary objectives. Whether the criteria are aimed at producing "hard" evidence or subjective information is another local choice. It would appear, however, that evaluators should collect as wide a variety of evidence as is available. For instance, data about pupil outcomes could include affective and psychomotor changes as well as cognitive changes. Data

about teachers could describe new skills and attitudes as well as newly acquired knowledge.

How Will the Project Be Monitored?

First the governing body and the local project planning unit must determine the characteristics of an agency evaluating the project's short term progress and long term consequences. For example, should the agency be from outside the project to help ensure against internal bias toward the project? Should the agency be the one which sets criteria against which successful achievement of objectives is to be measured? Should the agency be especially skilled in regard to evaluation design and statistical analysis? Further, what socio-political considerations must be taken into account before selection of the evaluation agency; for instance, will "outsiders" cause fear and anxiety on the part of the project personnel or others involved with the project?

The decision concerning who will evaluate the project should come before project development begins. This will mean that the design for ongoing or process evaluation will begin when the project begins and run concurrently with the project's implementation. Since this type of project is developmental rather than experimental in nature, the monitoring or on-going evaluation will feed data continuously to the development team (local project team) so that ineffective or inefficient project activities can be discarded or, when possible, re-designed. Thus

not only is evaluation constant but so is the possibility for project re-design.

Monitoring should include provisions for constant observation and analysis. One way to insure that these processes occur is thorough development and implementation of a communications system and component sub-systems. The system and its sub-systems should involve all who have formal and strong informal influence on the project, as well as those who are participating in the project. The systems are intended not only to gather information for purposes of analysis but also to respond to this information in two ways: (1) to provide feedback to individuals and agencies concerned, and (2) to alter activities, roles and responsibilities where appropriate. The communication system is intended to be responsive, then, to those agencies and individuals upon whom future program development within the project is dependent.

It is entirely appropriate for the local planning unit to conduct both on-going evaluation (monitoring) and end product evaluation provided that procedures and analyses are clear and so that an outside agency--presumably the funding agency--could conduct an audit.

The selection of who will conduct the monitoring and final evaluation is a matter of local choice. This choice, however, must take into consideration socio-political as well as professional concerns, otherwise the consequences especially in terms of project personnel morale may be disastrous.

Conclusions

As the reader may be quick to note, no specific set of activities or tasks are recommended in this section of the monograph. In a general way, all that can be done is to raise those questions and issues that need to be considered in developing an inservice program. Often these questions and issues are not raised, and inservice programs frequently do not meet the expectations of the professional staff.

In the "Process Guide" there are some specific recommendations for sequencing the development of the program, and some suggestions for alternatives in the performance of the tasks. The authors have attempted to avoid being prescriptive in their approach because they feared that they might co-opt local initiative.

The "Process Guide", as well as the "Management Guide"-which is also part of the inservice planning package -suggests that the Planning Committee seek the assistance of a set of task forces for the actual development of the components of the inservice program. This would be a local option that would provide some means of getting additional people involved in the planning process. At the same time it allows those people with the expertise in a particular area of study to assume some leadership roles in the development of the plan.

There are any number of alternative schemes for looking at the elements of an inservice program. In the next chapter, three such schemes, based on actual inservice programs, will be presented in the form of scenarios.

CHAPTER IV

Plans in Practice

Prologue:

There does seem to be some ambiguity in suggesting that a highly structured process procedure, as described in the previous chapters, can lead to unique on-site inservice programs. In this chapter three scenarios, based on actual inservice programs, will be described as examples of how the process procedure and the model might work. Hopefully the scenarios will illustrate very different kinds of inservice programs, each of which is consistent with locally defined purposes and effective in meeting the needs of the local community and school.

The scenarios are based on three Teacher Crops projects. They were developed prior to the availability of the planning model, but they seemed to have established in an informal manner the same kinds of priorities and principles that are called for in the proposed model.

(Note: The scenarios have also been presented in a condensed form in the filmstrip presentation which accompanies this monograph. Viewers of the filmstrip presentation have been directed to this

chapter of the monograph for more complete information on the scenarios.)

Scenario I: Parkland

Parkland School is one of fifteen elementary schools in a town of approximately 50,000 population. The school has a student body which represents a cross section of social and economic groups with a large number of students from low income or minority families. Native Americans are a major element in the school population. The school has 650 students and a staff of 20 teachers.

The school staff has stabilized in the past few years, and there is little or no teacher turnover. All teachers are permanently certified, and approximately thirty percent have master degrees. The professional staff works closely with district-wide curriculum groups. The school is organized around self-contained classrooms, as are most in the district. The professional teachers assocation has become increasingly active in recent years and inservice education is a negotiable item in their contract considerations.

The initial step in the planning process led to the following definition of inservice:

> That collection of activities proposed and implemented by the staff of a school building which directed the efforts of the staff to meet specific needs of their pupils.

The teachers agreed that the inservice program would be governed by a committee of two; one teacher and a clinical professor. The teachers participated in the program more as problem solvers than as

students. They assisted in the identification of problems and the development of plans for solutions and supported the implementation of the plans. Inservice credits were not important to them because they were for the most part at the top of their salary scale. The local school board did agree to pay for a limited number of credits through tuition payments. Some additional local money was available for purchase of a limited amount of instructional material.

The local PTA was asked to participate in the planning process, and along with the teachers they conducted a comprehensive needs assessment.

As a result of the needs assessment several minor problems were identified and quickly resolved. Two major areas were identified for inservice education. The major problem areas were the need to identify learning disabilities and the need for a curriculum for the gifted children. The inservice program was developed using these needs as a focus. The teachers prepared individual projects which were contracted through their staff representative and clinical professor. Inservice workshops were developed using faculty members from the local college, and the teachers were given a high priority for local travel funds when they could demonstrate that the trips were related to the inservice focus.

The college offered the school two graduate interns who were to facilitate the inservice program. Selection of the actual interns was done by the school staff. The graduate students were selected because their graduate programs were in line with the inservice program. The

interns worked closely with the faculty member assigned to the inservice program, and they provided the critical energy for the inservice program.

As a result of the graduate interns participation, all students in grades K-3 were screened and learning disabilities were identified. Remedial programs were developed, and during the year 80% of the learning disabilities were remediated.

The second strand on gifted children resulted in the development of selection criteria and the design of a special program for the gifted. The program was piloted as a field study by the graduate intern. This strand has subsequently been enlarged by one of the regular faculty members and now a part of the regular school program. Other schools in the district are considering adopting the curriculum for the gifted.

In the second year of the program, the teachers reassessed their needs and are presently considering a new inservice thrust focusing on curriculum implementation and the development of higher order thinking skills. The local college is still interested in the school-centered approach to inservice and the local school administration is supportive.

Scenario II: Pleasant Valley

Pleasant Valley High School is located in a city with a population of a quarter million. It is one of four large high schools that serve a highly industrialized metropolitan area. A majority of the students come from low income homes. The parents in the community look to the school to provide their children with the necessary skills that are

required for the local industry. A fair portion of the students, 20 percent, have a college orientation.

The faculty tend to be very secure in their positions; most are tenured and protected by law. Staff turnover is small, less than three per cent per year. The total staff is 108 teachers, many of whom have more than ten years experience in the same building. The school works through a departmental organization, and the total faculty is only concerned with school wide procedures and policies. The teachers are almost all union members and negotiations are at the district level. The school staff has been on strike once in the past five years, and this has lead to a sharp distinction being made between faculty and administration. The department chairmen are considered faculty members.

The school has been cooperating with a Teacher Corps project funded through a college located in a small town about forty miles from the high school. The Teacher Corps project was beginning its second cycle when the inservice program was begun.

Most of the Teacher Corps staff were selected from the regular school faculty. They also served as adjunct faculty members to the participating college. The program development specialists taught some of the preservice methods courses at the college.

One of the Teacher Corps program development specialists was assigned the task of preparing an inservice program. On a volunteer basis a group of faculty members formed a study group. They reviewed the district and school goals and studied the reports of several

committees that had been operating during the previous three years. Based on these materials, the study group approached the English Department with a proposal for a pilot inservice program directed at providing alternatives approaches to teaching high school English.

The pilot study was implemented and successfuly concluded. The school faculty was made aware of the results, and asked to participate in a more comprehensive inservice project.

Through the workshop activities in the Process Guide, the faculty agreed upon the following definition of inservice:

> Any activity pursued by a teacher that related to his/her professional development.

A governing qroup was formed which included all departmental chairmen,the program development specialist and several parents. The teachers were found to view themselves as individuals involved in inservice to increase their own professional development. The school district provided a limited amount of funds for hiring consultants and paying for stipends under certain conditions. Options were provided in the form of tuition payment and/or credit from the local college.

A comprehensive survey was undertaken to establish the credibility of the stated district goals. The expanded planning committee analyzed the survey and prepared a needs assessment based on the goals and recommendation obtained in the survey. Parents and teachers participated in the needs assessment.

Based on the needs assessment, the planning committee organized

a summer institute for teachers in the district. The two main thrusts were professional development and community education. Through the cooperation of the local college and the central school administration, certain courses were offered for credit while others were provided on an informal basis. Some courses had prerequisites, others did not. In some cases the courses were open to enrollment that allowed the teacher to select his/her level of participation. A variety of courses and seminars were offered during two four-week periods during the summer. All the courses were directly related to the needs that had been identified.

The courses were open to other teachers in the district, and approximately 40% of the participants were from other schools. The program plan included an evaluation which will be used to determine the effectiveness of the total effort and the direction for future inservice projects.

Scenario III: Farmington

The Farmington Elementary School is the single elementary school in a consolidated school district located in an area which includes a small town and its surrounding rural community. The school population is 1250 students in Grades K through 12. The adult population is engaged in operating local businesses, farming and farm labor, with some commuting to work in an urban center thirty miles away. The mean family income is slightly lower than the regional average, as is the number of college graduates in the adult population. Ten percent of the student population comes from homes where Spanish is the principle

language. The community expects the local schools to provide job entry skills, and the opportunities for the more able students to attend college successfully.

The staff of the elementary school comes from the area, and has been trained at the same college that the bulk of the college bound students attend. The local teachers association has become more of a political force in recent years, and forcefully enters into negotiations with the school board. All items related to job performance are negotiable. The school board and the administration have placed a high priority on accountability and the long range development of the professional staff.

For several years the school district has been a Teacher Corps site. Good working relationships have been established between the school district, the teachers association and the local college. The district administration is highly supportive of the general purposes of the Teacher Corps project, and the total program has matured through the years. Both the administration and the teachers association are interested in exploring new procedures for staff development, but they have only limited interest in continuing their support of training programs for preservice teachers.

A planning committee for inservice education was established for the elementary school. The committee was made up of a faculty member from the college, a district administrative assistant, and a representative from the teachers' association. The committee implemented the planning process and arrived at the following definition

of inservice education for the program.

> A process by which the local school district, the college and the teacher association develop in a cooperative way a set of goals based on student and teacher needs. The participating agencies then prepare activities for the teachers designed to meet the needs of teachers in their primary role as instructional leaders.

The planning committee was given the authority by the school board and the teachers' association to govern the inservice program. The teachers were to be participants in the inservice program according to their skills and responsibilities in the areas that would be focused upon. Limited local resources were available for supplies and materials, and the teachers were willing to pay for inservice credits provided that they would count on the salary schedule. The college provided consultant help through workshops and conferences supported by the tuition from the teachers.

The planning committee conducted a series of individual interviews with each faculty member to determine the needs and priorities of the staff. Based on the needs as perceived by the staff, the committee negotiated contracts with teachers to work on projects which were directly related to the three highest priorities of the staff. The teachers in the elementary school were identified as the target staff, but teachers in the junior high and the high school were permitted to participate provided they could show how their projects related directly to the identified needs.

The top priority for the first year was to improve basic math skills by preparing a management system. Teachers prepared objectives, wrote test items, tested instructional materials and devised a computer-based

management system for the mathematics program. The major responsibility for the program fell on the mathematics specialists from the junior high and a clinical professor from the college. At the end of the year, the objectives and the diagnostic tests were ready, and the management system was operational. The project will be continued into the second year with the development of specific learning materials and individualized prescriptive diagnosis printouts from the computer program.

A separate course on higher order thinking skills is planned to be given to a group of teachers on site during the second year of the program. Another needs assessment is planned for the end of the second year of the program.

Program Comparisons:

The three scenarios could be compared on any of the six components of the identification of purpose or on the nine program elements. In some ways they can be shown to be very similar, in others drastically different. In one overriding way they are the same, they are programs designed at the local level and directed to the immediate needs of the local situations. By most standards they can all be shown to be highly effective, despite the many differences.

One key difference in the three programs is in the roles assumed by the teachers. Of all the characteristics of inservice programs, the role of the teacher is perhaps the most crucial, and the one which is most prominent in any teacher evaluation of the program.

At the Parkland site, the teachers acted as problem solvers and as catalyst for the inservice program. A very large segment of the pro-

gram was done by the graduate interns under the direction, and with the support, of the staff. In contrast, the teachers in the Pleasant Valley program assumed the roles of students of education in a more traditional instructional program. Of course, one should not overlook the role that these teachers had in planning the courses and the options for participation which were anything but traditional. In the third scenario, Farmington, the teachers were more active participants. They each prepared a separate, individual contract for the development of their own professional skills around a clearly defined set of building priorities. The interaction of the staff and the college consultant presented a very healthy example of collegiality.

The governances of the three programs were also quite different. At Farmington, the program was controlled by a consortium made up of representatives of the school district, parents, teachers and the college. In fact, the teacher contracts were actually negotiated by an administrator, a teacher representative, and a college faculty member. A panel of two representatives, one from the teachers and one from the college, were responsible for the Parkland program. This is not to imply that others did not participate at all levels, but the actual control of the program was vested in two representatives. The Pleasant Valley program was controlled by the planning committee, which was basically representative of the local school faculty. One agency controlled the program, and several others played significant but minor functions in the governance.

The three delivery systems seem to point out the variations that are possible. At Pleasant Valley, the program centered around summer

courses. Parkland obtained its program through the utilization of a differential staffing procedure using graduate interns, supplemented by workshops and conferences. Farmington's program hinged on the utilization of individual contracts and consultant help. These are all viable delivery systems, but more than that they were particularly suited to the sites that utilized them.

Epilogue:

If the directors of these three inservice programs were invited to a national meeting and asked to define their respective programs, they might all make very similar claims. Each might describe a highly effective collaborative system for making program decisions. Each might point out provisions for meeting different needs and interests of individual teachers. All three programs might have equal claims to being directed towards specific training objectives which are appropriate to local circumstances. The resources which are provided in all three are adequate and reflect a continuing commitment by the school districts. There is in each case a systematic approach to evaluating the progress of teachers and also a method for assessing the worth of the total program.

As a matter of fact, all three programs may be equally effective--different, but equal.

The best advice for teams who are planning for new or better inservice may be:

1) Analyze the local situation to determine what inservice education ought to be, as held by those most likely to influence the program.

2) Establish the extent to which the resources will be available for carrying out a program.

3) Clarify the potential incentives for teachers and the various agencies involved.

4) Then arrange and design the program elements to meet general standards for effective inservice education, while being consistent with local values.

CHAPTER V

Evaluating the Plan

Rationale:

At the conclusion of the planning process, the local planning team should have a site specific inservice plan ready for teacher review and approval. The remaining question is: To what extent is the plan likely to result in an effective inservice program? The design team which has prepared this planning model has identified sixteen critical areas that should be evaluated in coming to some judgment about the potential effectiveness of any proposed plan for inservice. These problem areas represent the best wisdom of the design team given the available research on inservice education, and the logic of the recommended planning process.

At the outset, the design team had planned on proposing a set of criteria for the evaluation of inservice programs, but in the developmental process it became clear that any evaluation scheme of a general nature would be inconsistent with the planning process. It may be that there is no one set of criteria that could be meaningfully applied to inservice programs because of the variety of local mandates and needs. This issue has not been resolved to the satisfaction of the design team. Meanwhile, however, the critical areas have been identified and seem useful enough to be brought to the attention of the local planning team.

Identification of Critical Areas:

The critical areas for evaluation referred to in this process - Process C - were identified by analyzing (1) the six general principles of inservice education effective (p. 4); (2) the fifteen conditions and characteristics of an inservice plan, (Chapters II and III); (3) a review of In-service Education: Criteria for Local Programs[1]. What emerged from the "sifting and sorting" of these items was a set of sixteen critical areas for evaluation.

The degree to which the areas are important to a particular project will surely vary, but it seems appropriate in the evaluation of any in-service plan that purports to be comprehensive and site specific that each of the sixteen areas should be addressed. A review of a planning document using the sixteen areas as bench marks should assist the planning committee in strengthening their plan. The review process can be strictly informal and probably should remain so until some consensus has been reached on what constitutes an effective inservice program.

The Evaluation Plan:

The evaluation plan that is proposed is made up of three elements: (1) an identifiable critical area; (2) one or more questions which specify the nature of the elements within the critical areas which need to be addressed; and (3) some indicators which might suggest whether or not the critical problems have been properly identified and planned for in the planning procedure. It should be kept in mind that the evaluation plan is not an evaluation plan for the effectiveness of the program after

[1]Inservice Education: Criteria for Local Programs, Roy A. Edelfelt, Far West Teacher Corps Network, Western Washington State College, Bellingham, Washington, 1976

the program has been implemented and completed, but rather it is an evaluation of the plan and the planning process which is done prior to implementation. That is, the evaluation is made prior to implementation, so that the plan itself may be modified and strengthed, before implementation.

The design team is suggesting to the planning team what the critical areas are, and what questions might be raised in each area. Each of the sixteen areas will be specified below. In addition, for each area there will be a set of possible indicators suggesting the kinds of criteria that a local program might attempt to meet.

Two ideas should be emphasized. First, the local nature of the planning process means that the program should be compatible with local assumptions, conditions and constraints, and thus reflect commonly held local values. Second, the indicators which might be used to imply that the local criteria have been met are themselves based on local conditions. The planning committee found it impossible to come to any conclusions on the criteria which could be considered value free: this is said without apologies; that is the way things appear to be. At the same time the indicators which are presented should only be considered as examples of the kinds of observations that might be made, and they are not intended to represent any absolute judgements as to what the actual indicators for a project might be.

Critical Areas for Evaluating Inservice Plans:

Critical Area 1: COLLABORATION

Webster defines collaboration as "to cooperate with an agency or instrumentality with which one is not immediately connected". Among other things, the term as used here implies that those who will participate

in the program should have an equal opportunity to determine policies.

1.1 Question: To what extent have policy decisions and general procedures been determined through collaborative processes?

1.1.1 Possible Indicators:

1.1.1 Each of the participating agencies has at least one member on the planning committee.

1.1.2 Each of the participating agencies has at least one representative on the policy board.

1.1.3 The planning proposal has been endorsed by each of the participating agencies.

Critical Area 2: MANDATES

Each school is faced with different local requirements imposed by the state, by participating colleges, by local school policies and in some projects by Federal guidelines. These mandates affect the nature of the inservice plan. It is important that the plan make provisions for these requirements.

2.1 Question: To what extent are the objectives of the inservice program consistent with the various mandates placed upon inservice education?

2.1.0 Possible Indicators:

2.1.1 The plan is consistent with state regulations, both those regulations regarding licensure and those implementing specific legislature.

2.1.2 The plan has been approved by appropriate authorities in the local school district, the local teachers union, and other participating agencies.

2.1.3 The stated purposes of the inservice program are directed towards the improvement of education opportunities for low-income youth (required of some federal grants).

Critical Area 3: NEEDS ASSESSMENT

3.1 Question: To what extent do the specific program goals address the needs of the target school?

3.1.0 Possible Indicators:

3.1.1 The needs assessment includes data concerning pupil progress toward school goals.

3.1.2 The needs assessment includes responses from each teacher as to his/her needs.

3.1.3 The needs assessment includes indications of parent aspirations for pupil performance.

Critical Area 4: THE ROLE OF THE TEACHER

The evidence in the literature is very supportive of teachers not only sharing in the planning of the program, but also in implementing the actual training activities. In other words, teachers should help define the goals of the program, the manner in which training is carried out, and should even serve as teachers of other teachers, where possible.

4.1 Question: To what extent do teachers determine their own inservice program?

4.1.0 Possible Indicators:

4.1.1 Teachers are members of the committees which determine the goals and content of the inservice program.

4.1.2 Teachers are members of the council or committee which selects the courses, workshops, action research projects, or other means for bringing the training to the school.

4.1.3 Teachers are listed as resource persons, able to provide other teachers with information and skills.

Critical Area 5: ADEQUATE RESOURCES

It makes no sense to plan a program which requires unavailable resources. The plan must involve an inventory of available hard and software resources which will be available and committed to the program.

5.1 Question: To what extent are the resources identified in the plan adequate to complete the tasks as outlined?

5.1.0 Possible Indicators:

5.1.1 The school district budget includes money for the on-site education of the teaching staff.

5.1.2 The total of local and outside funds available for the inservice program is formally approved as adequate by the governing council for the in-service project.

5.1.3 Time for teachers within the working day is set aside for participation in the inservice program. There is provision to release teachers from other assigned duties.

Critical Area 6: INSTITUTIONALIZATION OF PROGRAM SUCCESSES

The innovative inservice program may be supported by special funds which will be withdrawn after a brief period. If there is no provision for incorporating the new program into the continuing education of school personnel the achievements of the new program will be lost.

6.1 Question: To what extent will regular resources carry on the program when special finds are withdrawn?

6.1.0 Possible Indicators:

6.1.1 The plan includes written statements by the local school district officers committing funds to support the successful features of the innovative programs.

6.1.2 The roles and responsibilties of key members of the school and other participating agencies include duties related to a continuing staff development program. These key members' positions are not dependent upon outside funds.

6.1.3 There is a written policy which provides released time for teachers to participate in the continuing staff development program which will be one of the outcomes of this inservice program.

Critical Area 7: TEACHER UNIT DESIGN

The research on education change seems to show that an individual school is both the smallest and largest unit to serve as the target for

improving school programs. Changes which affect only the single teacher seldom result in important gains for pupils. Changes addressed to several schools or to large systems also are ineffective. Therefore, inservice education should address a team of teachers. At the elementary level, a total building staff should agree to some common needs for the entire school. At the secondary level, a department team of teachers might address a series of common problems.

7.1 Question: How many members of the building staff--or how many members of the staff of a large instructional department--are actually participating in the program?

7.1.0 Possible Indicators:

7.1.1 The minutes of the planning meeting show the total building and/or department staff participated.

7.1.2 All teachers in the unit are included in written contracts for inservice project (s).

7.1.3 The plan provides for a system in which each individual teacher will agree to specific responsibilities in carrying out the inservice program for the unit.

Critical Area 8: REWARDS/INCENTIVES FOR TEACHERS

Most teachers will not participate willingly in inservice programs unless they can perceive that there is some outcome which is beneficial. The incentive will vary from teacher to teacher, and it is important for everyone to understand his own incentives and those of others at the outset.

8.1 Question: To what extent are potential rewards considered adequate by the teachers, i.e., both intrinsic and extrinsic?

8.1.0 Possible Indicators:

8.1.1 The plan includes provisions for teachers to earn salary increments through successful participation.

8.1.2 The plan provides that the inservice traning may apply toward advanced certification.

8.1.3 There is evidence that teachers anticipate such intangible rewards as increased professional confidence, increased ability to deal with pupil problems, etc.

8.1.4 Stated in advance are the potential rewards for participating agencies.

Critical Area 9: BENEFITS AND/OR LIABILITIES OF AGENCIES

Teachers anticipate rewards from inservice training; so do the agencies involved.

9.1 Question: To what extent can agencies expect to benefit from the program? What are the anticipated liabilities?

9.1.0 Possible Indicators:

9.1.1 Documentation from each cooperating agency shows its assessment of both potential benefits and corresponding liabilities associated with the plan.

9.1.2 The college will generate student credit hours through its participation.

9.1.3 The local school board will improve its funding formula by being able to certify more staff.

9.1.4 The local teacher association will increase its professional commitment through the inservice program.

Critical Area 10: INDIVIDUALIZATION OF INSERVICE TRAINING

Like their pupils, teachers have different learning paces and styles. Though the team may have set certain common inservice objectives the individual teacher within the team will have specific needs relative to the team objective. The inservice plan must take the individual into account.

10.1 Question: To what extent does the plan specify alternative modes of training for teachers of different learning and teaching styles?

10.1.0 Possible Indicators:

10.1.1 The plan allows for different amounts of time for different teachers to accomplish objectives in the program.

10.1.2 The plan includes alternative modes of training for teachers.

10.1.3 The plan invites teachers to set their own goals to some degree.

Critical Area 11: PROGRAM CONTENT

11.1 Question: To what extent is the content of a program - its body of knowledge, the skills it will address - consistent with the specific objectives of the program?

11.1.0 Possible Indicators:

11.1.1 The specific teaching skills to be addressed in the inservice program correspond with specific program objectives, e.g.. Discovery method is described as a teaching skill to be used in reaching the goal of increasing pupil questioning ability.

11.1.2 The specific knowledge to be provided to teachers is related to knowledge which is to be required of students.

11.1.3 The specific psycho-motor skills being addressed in the teacher inservice place correspond with psycho-motor development goals set for students.

Critical Area 12: ONG & SHORT TERM GOALS

12.1 Question: To what extent are short-term objectives related specifically to long-term goals?

12.1.0 Possible Indicators:

12.1.1 Long-term goals are specified in the plan.

12.1.2 Specific objectives in the plan are measureable.

12.1.3 The criteria for measuring each objective in the plan relate to one or more of the long-term goals.

Critical Area 13: DELIVERY SYSTEM

13.1 Question: To what extent is the plan for delivering training activities to the teachers consistent with goals and objectives of the program?

13.1.0 Possible Indicators:

13.1.1 The plan includes methods of training teachers which are consistent with the participants' own view of their roles.

13.1.2 The delivery system is designed so that teachers practice the behaviors which are described for them in the long-term goals of the project.

13.1.3 The delivery system is consistent with available resources.

Critical Area 14: ASSESSMENT OF INSERVICE PARTICIPATION

14.1 Question: To what extent does the plan agreed upon for assessing teachers implement the long-term goals?

14.1.0 Possible Indicators:

14.1.1 The plan for monitoring the progress of teachers describes the achievement of specific objectives in that plan.

14.1.2 The plan for assessing teacher progress is likely to reinforce the continued participation of the teachers in the inservice project.

14.1.3 There are provisions in the plan for teachers to assess their own progress.

Critical Area 15: COMMUNITY INVOLVEMENT

The community role in inservice education, if it has one, should be spelled out. Public education is a public service authorized by public law and paid for by taxation of the public. How then does the public (community) participate in the continuing education of the teachers of its children?

15.1 Question: To what extent are there specific provisions in the plan for community involvement with appropriate commitments from community representatives?

15.1.0 Possible Indicators:

15.1.1 The plan includes members from the community as participants on the planning committee.

15.1.2 The plan provides that parents and other community members are to be involved in the needs assessment.

15.1.3 The plan provides that community representatives are to be involved in the evaluation of the project's outcome.

Critical Area 16: PROGRAM MONITORING

Monitoring, unlike the assessment of teacher progress, is an attempt to provide a continuing system for evaluating the effects of the total inservice program.

16.1 Question: To what extent does the plan provide collaborative monitoring of the inservice program?

16.1.0 Possible Indicators:

16.1.1 The plan includes a system for periodically determining the extent to which specific program objectives are met.

16.1.2 The plan provides for a periodic evaluation of the general purposes of the program. That is, the plan provides that periodically the governing council for the project will consider whether or not the project is directed toward those goals most worth the effort.

16.1.3 All the agencies participating have equal opportunities to share in evaluating the process and anticipated outcomes of the project.

Conclusion:

The design for the evaluation of an inservice plan is a local option. Some may like the idea of evaluating the plan on an on-going basis as they develop the inservice plan; others may wish to design an evaluation instrument independent of the planning process and use it in some summary type activity once the plan has been recommended. There is no one procedure that seems best.

In the "Process Guide" there are some specific suggestions for alternative procedures, and in the "Resource Guide" there is a copy of a trial evaluation instrument which is criterion-referenced to the sixteen criteria presented in this chapter.

The reader is cautioned to adapt rather than adopt the procedures and materials that are presented. The evaluation of a local inservice plan should be as unique as the plan itself.

Caveat:

The planning team should be forewarned. The evaluation of the planning process suggested above is not truly an evaluation scheme. It merely suggests the areas that need to be investigated without proposing the necessary criteria. Some criteria will be necessary; the extent to which it will be locally determined cannot be generalized.

Even when criteria can be agreed upon, the problem is not resolved because the selection of indicators brings with it the same problem of sorting out local biases. These warnings may be redundant, but they cannot be over-emphasized.

A good plan, arrived at through thoughtful cooperation and negotiations, may indeed include well defined criteria and suitable indicators which reflect the values held by local participants. It is suggested that the planning processes described in this monograph and the related materials to be used for implementation might clarify and assist in developing a comprehensive inservice program. Even then, a true evaluation would have to take into account the relative values of each of the criteria. Although the sixteen critical areas are generally applicable to inservice programs, their individual importance might also need to be determined.

In time, when there is a greater body of research and/or authoritative opinion on inservice education, a more comprehensive and generalizeable evaluation scheme for inservice education might be developed. In the interim, the planning process described above and the critical areas for evaluation of inservice plans may suffice.

BIBLIOGRAPHY

Brandt, Richard M., et al., Cultural Pluralism and Social Change, (Inservice Teacher Education Report V), Stanford Center for Research and Development in Teaching, Palo Alto, California, June 1976.

Collins, Paul and Sinatra, Lewis J., Perspectives on Change in Teacher Education, New York State Teacher Corps Network, Fordham University, New York, New York, June, 1976.

Edelfelt, Roy A. and Johnson, Margo, Rethinking Inservice Education, National Education Association, Washington, D.C., 1975.

Edelfelt, Roy A., Inservice Education: Criteria for Local Programs, Far West Teacher Corps Network, Western Washington State College, Bellingham, Washington, 1976.

Edelfelt, Roy A., Inservice Teacher Education--Sources in the ERIC System, ERIC System, One Dupont Circle, Washington, D.C., 1975.

Hite, Herbert, Inservice Education: Perceptions, Purposes and Practices, American Association of Colleges of Teacher Education, Washington, D.C., in press.

Joyce, Bruce R., et al., Issues to Face, (Inservice Teacher Education Report I), Stanford Center for Research and Development in Teaching, Palo Alto, California, June, 1976.

Joyce, Bruce R., et al., Interviews: Perceptions of Professionals and Policy Makers, (Inservice Teacher Education Report II), Stanford Center for Research and Development in Teaching, Palo Alto, California, June, 1976.

Lawrence, Gordon, et al., Patterns of Effective Inservice Education, Florida Department of Education, Tallahassee, Florida, 1975.

Nicholson, Alexander, et al., The Literature on Inservice Teacher Education: An Analytical Review, (Inservice Teacher Education Report III), Stanford Center for Research and Development in Teaching, Palo Alto, California, June, 1976.

Rubin, Louis J., Innovation in Inservice Education and Training of Teachers, Center for Educational Research and Innovation, University of Illinois, Orbana, Champaign, 1976, in press.

Yarger, Sam J., et al., Creative Authority and Collaboration, (Inservice Teacher Education Report IV), Stanford Center for Research and Development in Teaching, Palo Alto, California, June, 1976.